

# *Field Report*

## *Gettysburg National Military Park*

### ■ 1.0 Summary

The Gettysburg National Military Park (NMP) is one of the most significant historic sites in the United States. More soldiers fell in the three-day battle that took place July 1-3, 1863 than in any other battle in the history of North America. While no one will know for certain, many people believe a Confederate victory at Gettysburg would have changed the outcome of the Civil War. Over 1.7 million visitors come to Gettysburg annually to learn about the events that took place there, and to honor those from both sides who fought.

Major attractions of the Gettysburg NMP, which contains just under 6,000 acres of land, include the National Cemetery, where Lincoln gave the Gettysburg address, the Visitor Center including a museum and the Electric Map, the Cyclorama painting of the battle, and numerous historic sites and monuments across the Battlefield landscape. Surveys show the most visited battlefield sites are Little Round Top, the Eternal Peace Memorial, Confederate Avenue and Hancock Avenue. The Eisenhower National Historic Site, the farm owned by the former president, is located adjacent to the southwest boundary of the NMP, is accessible to the public only by tour bus.

Current and future transportation needs relate closely to the 1999 General Management Plan (GMP) and the proposed relocation of the Visitor Center and Cyclorama. The Visitor Center, formerly a privately run museum, was purchased by the NPS in 1971. The NPS never considered the museum to be adequate to address visitor education needs in addition to the storage and display of artifacts. The NPS began the 1982 GMP process with the intention of relocating the Visitor Center but ultimately abandoned this effort due to local opposition. While improvements have been made, major deficiencies continue to exist in terms of visitor services, educational/interpretive activities, parking and storage of artifacts. In addition, the site of the current Visitor Center was the scene of significant activity during the battle and the NPS would like to restore the areas as close to its 1863 appearance as possible.

The 1999 GMP nationally preferred alternative calls for the development of a new complex for the Visitor Center, Cyclorama, limited retail and administrative functions to be located off Hunt Avenue between Baltimore Avenue and Taneytown Road, approximately one-quarter-mile southeast of the current location. An innovative financing plan has been developed for building this \$40 million Center that will use a combination of concession revenue and private donations.

The selected alternative has generated controversy both locally and nationally. One of the concerns expressed has been the increased distance between the Visitor Center and businesses that depend on the Park. These businesses are located on Steinwehr Avenue and in

downtown Gettysburg. In response to these concerns, the GMP proposed that two shuttle services be provided:

- A shuttle service between the Visitor Center, the Steinwehr Avenue business district and downtown Gettysburg that also may circulate through other sites within the borough. The objective of this service will be to mitigate any impact experienced by Steinwehr Avenue businesses due to relocation of the Visitor Center and to encourage NMP to also visit downtown Gettysburg. It should be noted that Gettysburg Tours currently runs two rubber-tired trolley routes serving the Visitor Center and the borough.
- A shuttle service between the Visitor Center and Little Round Top, with possible service to other nearby sites including Devil's Den, the Wheatfield, the Peach Orchard and Hancock Avenue. Culp's Hill and the Cemetery could be served on this route.

An additional element proposed is a transportation management system that would make use of technology to manage bus traffic in and out of the Visitor Center and provide information on traffic conditions to visitors and motorists.

These services are presented conceptually in the GMP, with a notation that more specific planning will be required prior to implementation. These concepts form the basis of the needs analysis. In addition to these routes, the current bus service to the Eisenhower NHS will continue since there are no plans to provide vehicular parking on that site.

## ■ 2.0 Background Information

### 2.1 Location

The Gettysburg NMP is located in Adams County in south central Pennsylvania. Adams County is primarily rural in nature but is located in close proximity to metropolitan areas, including York, Pennsylvania (20 miles), Harrisburg, Pennsylvania (37 miles) and Baltimore, Maryland (50 miles). The Park contains 5,989 acres of land and surrounds the borough of Gettysburg (population 7,000) on three sides. Most of the Park is located within the boundaries of Cumberland Township, which is Adams County's second largest municipality (population 5,800). Adams County is one of Pennsylvania's fastest growing counties with an estimated 1995 population of just over 85,000. This represents an increase from 57,000 in 1970 and 68,000 in 1980; rates of growth that far exceed those experienced statewide in Pennsylvania. Population is projected to exceed 100,000 by 2010.

Gettysburg is not located on the Interstate system, with the closest connections approximately 30 miles away. North-south traffic can bypass the town on the east via the limited access U.S. 15 bypass. Regional east-west traffic, however, is routed through the center of Gettysburg via U.S. Route 30. Two major transportation improvements contributed to Adams County's growth, the completion of the U.S. 15 bypass in the 1960s and construction of the Baltimore Northwest Expressway in the 1980s. The latter project helped to bring a major influx of Baltimore area commuters into the southeastern corner of the County.

County planners have also noted a recent influx of new residents from the Washington, D.C. area, including retired federal employees, military personnel and airline pilots.

Adams County's location has at least two major implications for the Park. First, it is within several hours driving distance of a significant portion of the country's population, greatly influencing visitation patterns. Secondly, rapid growth makes it likely that suburban development will begin to influence preservation efforts and the visitor experience in ways similar to Civil War battlefield parks closer to Washington. Figure 1 shows a map of the NMP.

## **2.2 Administration and Classification**

The Gettysburg NMP is one of nine military parks in the NPS system. Most of which commemorate Civil War era battles. Administration of the Park is shared with that of the Eisenhower National Historic Site, which borders the battlefield.

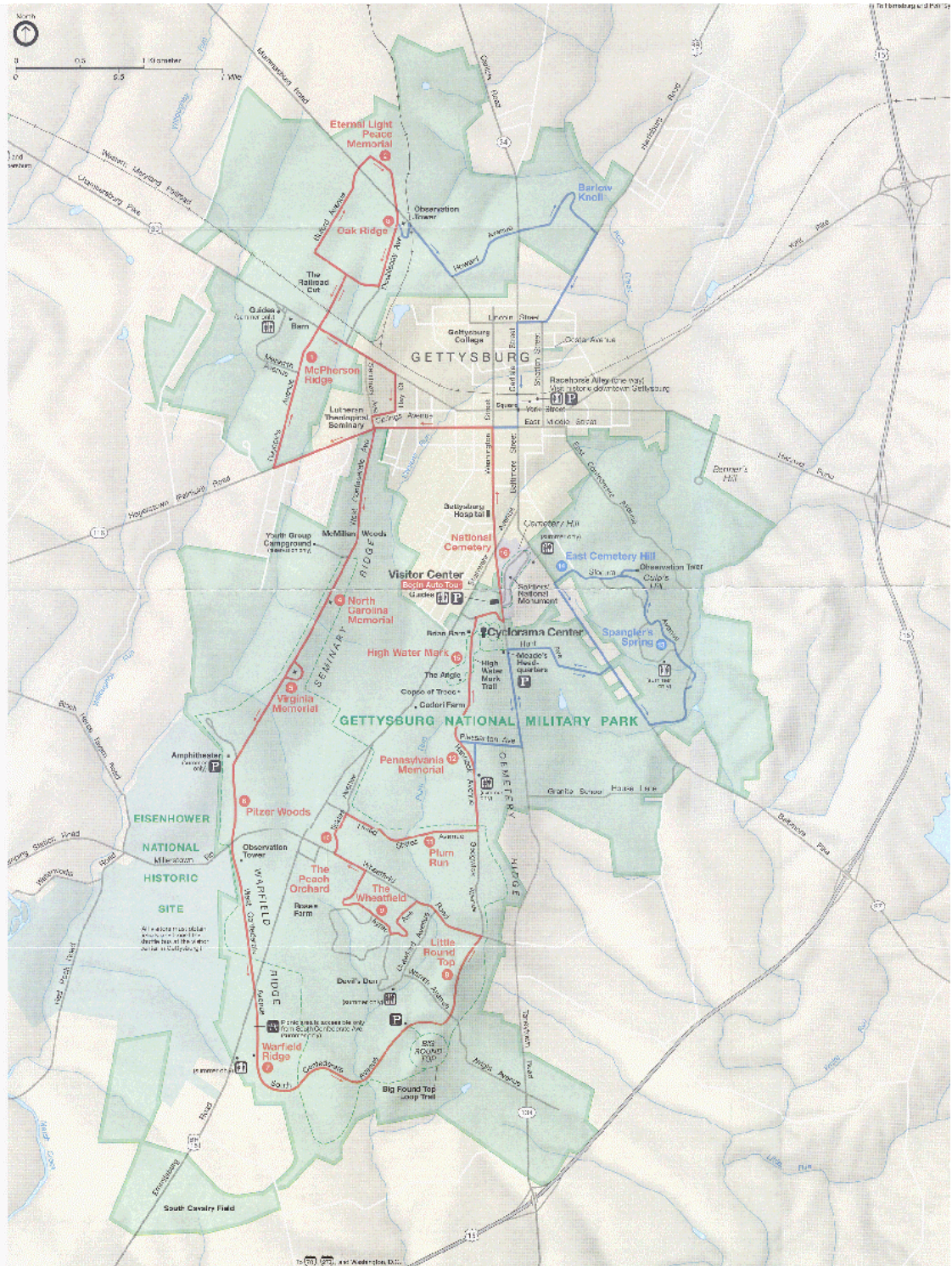
## **2.3 Physical Description**

Gettysburg NMP contains 5,989 acres of land. One major portion of the Park lies to the north and northwest of Gettysburg and includes the area where much of the fighting occurred on the first day of the battle. The Eternal Light Peace Memorial, dedicated at the last (75<sup>th</sup> year) reunion of Gettysburg veterans in 1938, is the most visited attraction in this area.

The largest portion of Park is located south of Gettysburg. This area includes major sites of the second and third days of the battle, including Seminary Ridge, Devil's Den, the Peach Orchard, Little Round Top and the High Water Mark. Heavily visited memorials include the Virginia, North Carolina and Pennsylvania memorials. The Visitor Center and Cyclorama are located at the northern end of this area and are where most visitors begin their trip. Just across Taneytown Road from the Visitor Center is the National Cemetery, which was the site of Lincoln's Gettysburg Address. Across Baltimore Pike from the Cemetery are several other heavily visited areas including East Cemetery Hill, the Culp's Hill Observation Tower and Spangler's Spring.

A series of avenues, laid out by Civil War veterans in the late 1800s, connect major battle-field sites. As shown in Figure 1, an auto tour route has been developed which follows the chronology of the battle, using the historic avenues. The roads are historic resources that the NPS wants to preserve as closely as possible to their original width. There is a continuing conflict between this requirement and the need to accommodate large amounts of automobile traffic.

Figure 1. NPS Map of Gettysburg National Military Park





The Eisenhower National Historic Site borders the southwestern edge of the NMP but is not accessible via private vehicle. Visitors must take a bus from the Gettysburg NMP Visitor Center. The East Cavalry Battlefield site is located about four miles west of Gettysburg, and is separated from the rest of the Park.

The borough of Gettysburg, while not part of the NMP, was also the scene of fighting during the battle's first day and has numerous buildings of historic significance that are concentrated along Baltimore and York Streets. Congress is currently considering adding the Wills House on Gettysburg Square, where Lincoln spent the night before the Gettysburg address, to the NMP. While the historic areas of Gettysburg borough are within walking distance of the Visitor Center, there is a perception that the borough and the downtown commercial district could capture greater economic benefit from NMP visitors.

The main center of commercial activity around the Park is along Steinwehr Avenue between Baltimore Street and the Park boundary, a location that is within walking distance of downtown Gettysburg, the Visitor Center and the National Cemetery. Most of the growth in hotel accommodations and commercial activity is occurring east of Gettysburg along the York Pike. The NMP can only be accessed by automobile from this location.

## **2.4 Mission and Goals of the National Military Park**

The Gettysburg NMP completed its most recent GMP in June 1999. Four mission goals were stated to guide this effort:

- The landscapes, buildings, monuments, structure, archaeological sites, artifacts and archives that are significant to the outcome and commemoration of the Battle of Gettysburg are protected, rehabilitated and maintained in good condition;
- The public understands and appreciates the significant events associated with the Gettysburg Campaign and its impact upon the development of the nation;
- Visitors enjoy high-quality educational experiences accessible to all segments of the population; and
- Public and private entities understand the Park's mission and act cooperatively to protect and interpret resources related to the Gettysburg campaign and its commemoration.

## **2.5 Visitation Levels and Visitor Profile**

Estimated visitation for the Gettysburg NMP for the most recent year available (1998) was estimated at 1.776 million representing a slight decrease from the 1997 level of 1.801 million. Estimation is difficult in a park such as Gettysburg where there is no entrance fee, multiple access points, and regional roads through the Park (local traffic). The methodology that has been in use since the late 1970s relies primarily on counts of visitors entering the main Visitor Center (1.142 million in 1997) and traffic counts on Hancock Avenue. Adjustments are made for buses that tour the Park without going to Visitor Center and for auto occupancy.

Regardless of whether or not the Hancock Avenue count is truly representative, a consistent methodology has been used, and general trends can be identified.

Visitation has increased significantly above the 1980 level of 1.171 million, climbing gradually through the 1980s, and peaking with the 125<sup>th</sup> anniversary of the battle in 1988 when 1.539 million visits were recorded. Visitation then stabilized until 1994, when 1.749 million visits were recorded. At least part of this increase was attributed to interest generated by “Gettysburg,” which was released in theatres in late 1993 and on videocassette and television in 1994. Slight drops were experienced in 1995 (1.717 million) and 1996 (1.707 million) before recovering in 1997.

Table 1 provides a summary of major visitor sites where measurements can be easily taken. Accurate counts are available at the Visitor Center entrance and locations where user fees are collected. Increased fees at the Cyclorama and Electric Map resulted in a significant decrease in visitation over the past two to three years.

**Table 1. Visitation Trends at Major Venues\***

Venue	1980	% of Total	1987	% of Total	1994	% of Total	1997	% of Total	1980-1997 Change
Visitor Center	493,552	42.2%	813,602	59.5%	1,206,214	69.0%	1,142,000	63.4%	131.4%
Electric Map	278,719	23.8%	303,109	22.2%	465,181	26.6%	348,705	19.4%	25.1%
LBG Tours	147,747	12.6%	154,507	11.3%	216,592	12.4%	268,211	14.9%	81.5%
Cyclorama Center	313,540	26.8%	295,858	21.6%	346,409	19.8%	289,311	16.1%	-7.7%
Cyclorama Program	213,013	18.2%	200,190	14.6%	261,425	14.9%	168,636	9.4%	-20.8%
Total NMP Visitation	1,170,764		1,367,709		1,748,932		1,801,470		53.9%

\*Individual site totals do not add up to 100 percent since some visitors do not visit any of the listed venues and others visit multiple venues.

For those sites where there is no separate admission charge, surveys are the only measure of visitation levels. Table 2 compares responses from 1986 and 1994 surveys, both conducted by the University of Idaho. This survey indicates that while the Visitor Center, Little Round Top and the National Cemetery are the most visited attractions, a majority of visitors also visit attractions across the Park such as the Eternal Peace Memorial, Culp’s Hill and the Virginia Memorial.

**Table 2. Visitation of Major Sites from Visitor Surveys**

	Percent of Surveyed Visitors	
	1987	1995
Visitor Center	87%	95%
Little Round Top	86%	82%
National Cemetery	83%	71%
Eternal Light Peace Memorial	71%	58%
Culp's Hill	74%	55%
Virginia Memorial	75%	54%
Cyclorama Center	61%	47%
East Cavalry Battlefield	48%	45%
Eisenhower Farm	26%	29%

Other key visitor characteristics are summarized below:

- Visitation has strong seasonal peaks, with 85 percent of visits occurring between April and October and 55 percent between May and August. July is the highest single month.
- Just over half of visitors during the peak summer season arrive on Friday, Saturday or Sunday.
- Geographic origin, as calculated from the 1994 survey, is very diverse. Pennsylvania (15 percent), California (10 percent) and Maryland (10 percent) were the three leading origin states followed by New Jersey, New York, Ohio and Virginia. About half of the visitors came from over 200 miles away but only three percent were from foreign countries.
- Nearly all visitors arrived by automobile or bus. Sixty percent of visitor groups were families and 11 percent were part of bus tours. The average age of respondents was 50.
- About 60 percent of visitors were visiting for the first time; 11 percent had visited at least five times in the past.
- An average visit lasts eight hours, although 23 percent of respondents spent nine hours or more.
- 58 percent of respondents reported that they visited downtown Gettysburg during their stay.
- When asked whether they would be likely to use a battlefield shuttle system for a “modest” fee, 63 percent responded yes, 19 percent said they were unlikely to do so and 17 percent said they did not know. When asked an open-ended question about

what they would propose for the Park, the three highest responses were 1) limit commercialism; 2) improve parking; and 3) add shuttle service.

## ■ 3.0 Existing Conditions, Issues and Concerns

Current issues and concerns at the Gettysburg NMP revolve around the GMP and its recommendation for a relocated Visitor Center. Economic and political issues appear to be at the forefront of any discussion, but transportation is an important element as well.

### 3.1 Transportation Conditions, Issues and Concerns

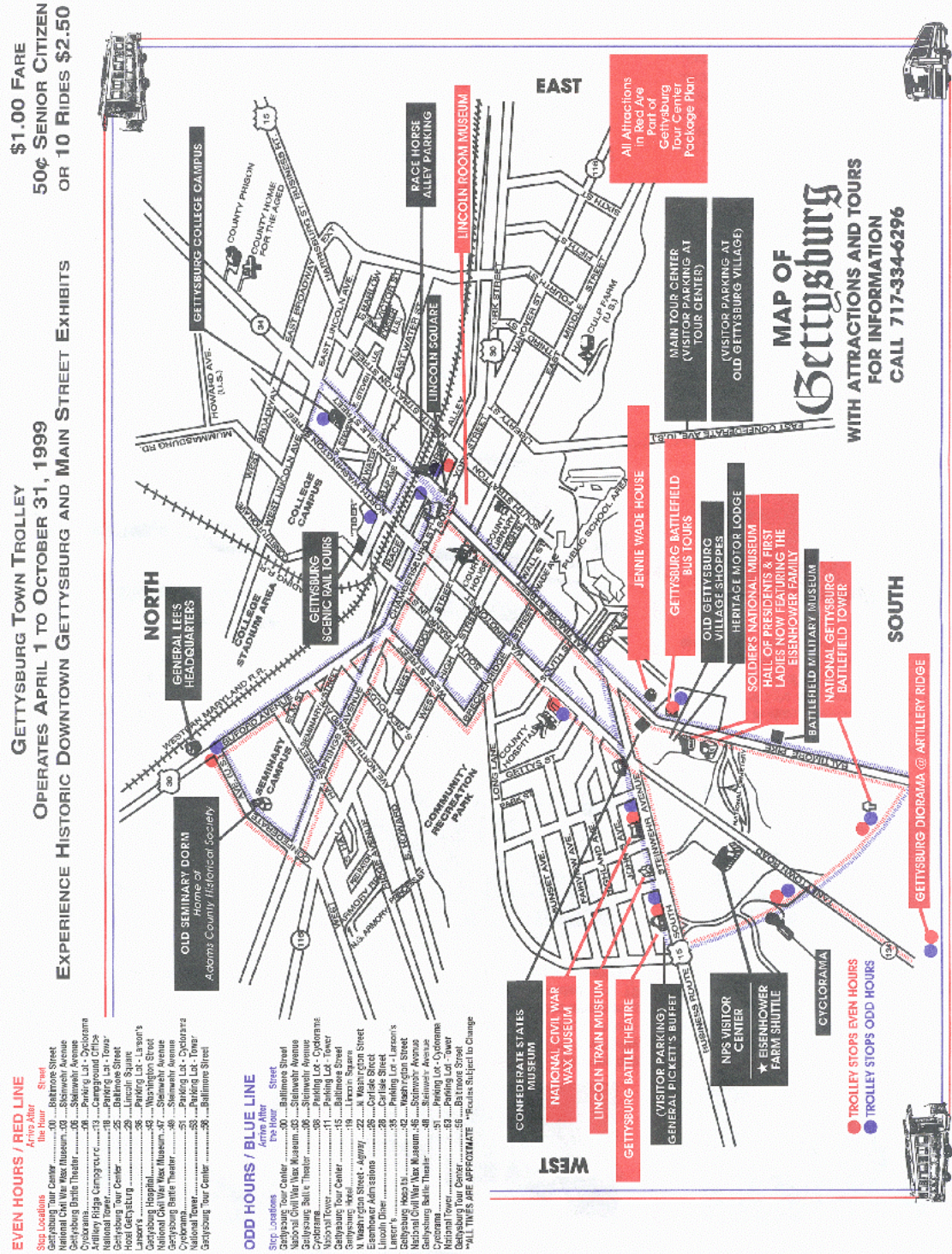
#### *Public Transportation*

The majority of visitors to the Gettysburg NMP use private automobiles to access the site and to travel around it. While there is no traditional public transportation in Gettysburg, the following services do play key roles:

- Private tour buses carry a significant number of visitors into the Park, with greater numbers in the shoulder seasons. Some buses go to the Visitor Center and obtain a Licensed Battlefield Guide for their tours, while others either go to the Visitor Center and tour the battlefield on their own or go directly to the battlefield. The current visitor counting methodology is based on the assumption that about 55 percent of bus tours use the Center.
- Gettysburg Tours, a private company, provides guided tours of about two hours in length. The tours use a variety of buses and generally make one stop along the Battlefield, at Little Round Top. Gettysburg Tours does not provide specific ridership information for this service but estimates that seven to eight percent of visitors to the Gettysburg NMP take their guided bus tours. Additional service provided by Gettysburg Tours consists of two rubber tired trolley routes linking the Visitor Center and destinations in the borough of Gettysburg on hourly headways. The route map is shown in Figure 2. Most of the ridership for this service comes from unlimited ride tickets that are sold either at the company's terminal on Baltimore Street or in local lodging facilities. The trolleys can be used like a regular transit system and boarded for a \$1.00 fare but the company reports that this represents a very small proportion of ridership. Trolley service is provided between April and October.
- The Eisenhower National Historic Site is only accessible by bus and guided tour. Buses run from the Visitor Center with service on a maximum of half-hour headways during the peak season to four trips per day during the winter months. Adult fares for the bus ride and tour are \$5.25; children's fares are either \$3.25 or \$2.25, depending on age. Gettysburg Tours runs this service under-concession agreement with the NPS receiving two percent of gross revenue. Both Park personnel and Gettysburg Tours note that visitation has been declining and that most visitors are over 65. The Eisenhower NHS drew 77,000 visitors in 1998, down from over 100,000 visitors in 1994.



Figure 2. Gettysburg Tours Trolley Routes





Many of the transportation issues impacting the Park revolve around touring patterns and parking requirements. Some of the key issues influencing Alternative Transportation Systems (ATS) needs are:

### ***Visitor Center Area Parking***

The Visitor Center averages 6,200 visitors on a summer day but may accommodate over 11,000 on busy weekends. There are 234 automobile spaces and 18 bus spaces at the Visitor Center and Cyclorama parking lots. An overflow lot south of the site along Taneytown Road accommodates another 75 cars and 11 buses, but requires a one-quarter-mile walk along the shoulder of Taneytown Road to reach the Center. Under overflow conditions and additional 300 cars can be parked in two unpaved areas near the Center providing a total of 600 auto spaces and 29 bus spaces. Surveys taken during 1996 indicated that 42 percent of daily visitors arrive between nine a.m. and noon and stay an average of two hours. Calculations for the GMP showed an average summer peak demand of 575 occurring between 11 a.m. and noon. Conditions at the Main lot are shown in Figure 3. One of the benefits cited of the new Visitor Center is that it will consolidate 680 parking spaces in a single location, and enable Park personnel to manage the flow of buses around the Park.

**Figure 3 – Visitor Center Parking Lot**



### ***Battlefield Traffic and Parking Issues***

One of the important characteristics of Park visitation is that the events are best understood by following the auto tour route, which primarily follows the Park's historic avenues through the three days of the battle. The result of this pattern is that certain areas become congested on busy days, in a somewhat predictable pattern. When laid out in the 1800s the avenues were designed for horse-drawn carriage traffic at seven mph and thus have difficulty accommodating high volumes of traffic. Following a 1994 FHWA study, a number of avenues were converted from two-way to one-way traffic with parking permitted along the right side. Additional avenues were converted in October 1999 as part of a second-phase plan. The GMP notes a number of traffic operational deficiencies along the road system, including tight turn radii, poor sight distance and safety hazards resulting from cars stopping along the road. One of the major impacts from bus and automobile parking along the sides of the avenues is natural resource damage. Options

for addressing these problems are limited since widening the avenues or changing their character through addition of curbing or pull out areas will change the integrity of the resource, not desirable.

Figure 4 illustrates these problems at Little Round Top, the most visited battlefield site. The main parking area is located at the top of a hill that cannot be seen from the approaching roadway. Anticipating that the lot will be full, many tourists pull off the road and park along the side. While parking has been restricted with signs, resource damage is clearly evident. Other areas where similar problems were cited are Mummasburg Road and Doubleday Avenue near the Eternal Peace Light Memorial, the Virginia Monument and the Amphitheater along West Confederate Avenue, Devil's Den and Culp's Hill.

**Figure 4. Parking and View at Little Round Top**



Hancock Avenue in the area of the High Water Mark and the Pennsylvania Memorial is another area where, on busy days, heavy traffic impacts resources and interferes with the visitor experience. Conflicts with pedestrian traffic are also an issue in this area since it is within walking distance of the Visitor Center and Cyclorama.

### ***Traffic Impacts on Downtown Gettysburg***

A number of regional roads cross the Gettysburg NMP, including Emmitsburg Rd. (U.S. Business Route 15), Taneytown Rd. (State Route 134) and Baltimore Pike (State Route 97) from the south; and Mummasburg Rd. and Carlisle Road (State Route 34) from the north. These roads are used by local and regional commuters to reach employment locations in Gettysburg including the hospital, Gettysburg College and County offices. They are also used by those traveling out of the County to reach U.S. Route 30 or the Route 15 bypass. All of these regional roads intersect in or near downtown Gettysburg. Some of the Park avenues themselves, including West Confederate Avenue, Hancock Avenue and Reynolds Avenue are also used regularly by commuters to reach these destinations. In addition, the recommended auto tour route on the Park brochure will take a visitor through downtown Gettysburg twice during their trip.

The configuration of the local roadway system thus requires that in developing transportation solutions for the future, the Gettysburg NMP has a direct interest in the issue of congestion in downtown Gettysburg. This issue impacts the ability of Park visitors to access and appreciate the battlefield. It also provides an opportunity to increase interpretive opportunities related to the role of the town during and after the battle.

**Figure 5. Historic Area Along Baltimore Street**



### ***Regional Traffic Issues***

There are several regional traffic issues that will impact the NMP in the future:

- The high level of population and economic growth in Adams County, cited earlier in this report, will result in higher levels of background traffic in and around the Park. While the area has a good network of arterial roads, use of Park roads by local traffic is increasing, and new development in Adams County will create additional pressure on Park roadways.
- While there is some debate about the extent, the visitor experience in downtown Gettysburg is influenced by the use of Route 30 (York Street) by through traffic, and particularly truck traffic. There is concern about the impact of truck vibration on the



historic structures located along York Street. There has been discussion of a Route 30 bypass for many years. Since such a bypass would have to avoid the NMP and nearby developed areas, the most likely location is north of Gettysburg. However, a 1991 PennDOT study concluded that the investment in a full bypass could not be justified and recommended a number of improvements to expedite flow along Route 30 east and west of the borough. PennDOT recently began a Comprehensive Road Improvement Study for Adams County that will revisit this issue and other roadway needs in the area over the next two years.

### **3.2 Community Development Conditions, Issues and Concerns**

The tourist industry is a critical element of the economy of Adams County and particularly the borough of Gettysburg and surrounding townships. Many of the concerns raised about the GMP selected alternative revolve around economic and business impacts.

- **Increasing Capacity of Visitor Center** – Extensive and detailed economic analysis was conducted on the proposed GMP alternatives. This analysis indicated that a decline in visitation was likely if the current situation is maintained. The Visitor Center is currently handling about three times its intended capacity. While the new Visitor Center is not projected to result in major increases in visitation, (1.95 million by year 2007 representing an eight percent increase over 1997) economic forecasts indicated visitors would stay longer and spend more money in the area. These forecasts are based on greater opportunities for interpretive programs and a broader array of offerings at the Visitor Center itself.
- **Increasing Per Capita Expenditures** – The 1995 University of Idaho survey indicated a tourist per capita expenditure of \$68 and per group expenditure of \$263. The direct economic impact is estimated at between \$120 million and \$125 million annually. Under the preferred alternative it is forecast that per capita expenditures would increase to \$74.80/per capita and that visitor expenditure in the community would increase to \$137 million annually.
- **Changing Visitation Patterns/Increasing Downtown Gettysburg Visitation** – There are a number of initiatives underway to attract additional visitors to downtown Gettysburg. The most significant of these is the Gettysburg Pathways program, which is an initiative designed to preserve and interpret the Town's history, and enhance the visitor experience in the area. In addition to the borough of Gettysburg, Gettysburg College and Main Street Gettysburg, a local non-profit organization, are key participants. An application was recently submitted to the Pennsylvania Redevelopment Assistance Program for \$9.2 million, which would be matched by \$5.7 million from the College and \$3.5 million from the borough. Major elements of the program include improvements to the Steinwehr Avenue and Baltimore Street districts, expansion of transportation service and development of the Wills House into an interpretive facility. Congress is considering purchase of the Wills House on behalf of the NPS. Other components include the rehabilitation of the historic train station, where Lincoln arrived in Gettysburg and the renovation of the College's Majestic Theatre. There is a separate effort underway to develop an interpretive plan for the borough of Gettysburg.

- **Growth of Adams County** – One of the major long-term concerns of the NMP is the rapid growth of Adams County. Many of the Civil War battlefields in northern Virginia have already become green island in the midst of intensive suburban development; key parcels needed to maintain viewsheds and preserve the period atmosphere have been permanently lost. There is a fear that this may occur in Gettysburg as well. The private nonprofit group, National Park Trust, recently rated Gettysburg NMP as the second most threatened Park in the U.S. Of particular concern are the 1,800 acres of inholdings, many of which the Park is attempting to purchase. In addition, major new developments are being planned along the Route 15 bypass in Mount Joy and Straban Townships.

### 3.3 Natural or Cultural Resource Conditions, Issues and Concerns

The resource issues related to transportation include:

- **Impact of Off-Road Parking** – As documented under the transportation section, off-road parking in a few heavily visited areas of the battlefield is causing resource degradation. Since the Park avenues are a historic resource, major modifications to prevent resource degradation are not desirable. Historic gutters and/or curbs are being considered to reduce impacts in heavily visited areas of the Park. Other ideas identified in the GMP are seasonal closure of selected Park avenues such as Hancock, Stone and Meredith to vehicular traffic, limitations on bus size in certain areas of the Park, and use of the reservation system to spread out traffic at heavily used sites.
- **Changing Interpretive Programs** – Interpretive outcomes established in the GMP were to provide visitors an understanding of the significance of the Gettysburg campaign, understanding of the impacts of the battle and the Civil War and understanding of the meaning of the Gettysburg address. Some of the actions related to this outcome are new interpretive programs to be presented on ranger tours and by Licensed Battlefield Guides. Special events would be shifted to underutilized parts of the battlefield and shifted to prevent resource damage, auto tour exhibits would be updated to reflect changes in the battlefield landscape.
- **Minimizing Resource Damage** – The Transportation Management System identified in the GMP would include traffic monitoring devices and a monitoring program to provide early indication of resource damage. In addition, informational services would be expanded to provide more detail on options for battlefield auto touring, information on shuttle services, rapid dispatch of rangers and/or volunteers to congested locations and improved utilization of parking facilities.

### 3.4 Recreation Conditions, Issues and Concerns

It is anticipated that auto touring will remain the most widely used way to view the battlefield. Recreational activities such as bicycling, hiking and horseback riding are viewed as alternative means of viewing the battlefield. The GMP identified a need to manage



pedestrian, bicycle and horse traffic to prevent resource damage or loss. Solutions identified include:

- Design ground surfaces within the commemorative area to adapt them to high-volume use while protecting the historic fabric;
- Remove non-historic trails and restore the landscape; and
- Rehabilitate or reconstruct historic lanes and use them to provide pedestrian and horse access to historic and interpretive sites.

The GMP also identified a need to better plan and control special events so as to minimize resource damage. Some events may be moved or even prohibited if resource damage is likely to result.

## ■ 4.0 Planning and Coordination

### 4.1 Unit Plans

The GMP, issued in June 1999, provides the guidelines of the Park's program. A number of supporting documents were also reviewed. Detailed planning remains to be completed on a number of issues including development of the transportation system and design of the new Visitor's complex.

### 4.2 Public and Agency Coordination

The GMP process included an extensive public participation process. The Gettysburg NMP is somewhat unique in the extent of involvement of parties outside the local area. A wide variety of Civil War interest groups commented on the draft GMP, including descendant groups, Civil War roundtables and historic preservation associations.

Adams County is not an urbanized area and thus does not have a Metropolitan Planning Organization, but the NPS does work closely with municipal governments and the County Planning Commission on a variety of issues. The Adams County Department of Planning and Development recently completed a Comprehensive Plan for the entire County (1996) and noted the importance of controlling development around the Park and preserving Park viewsheds. Management prescriptions identified in the GMP include:

- Maintain and strengthen existing partnerships with volunteer groups with goals of resource protection and higher-quality visitor interpretation and experience;
- Partner with the private sector to develop, maintain and operate new Visitor Center complex;

- Coordinate with local communities and landowners to preserve and protect sites outside the NMP that are significant to the battle;
- Cooperate with local communities and Adams County Land Conservancy to keep scenic and rural setting of NMP relatively undisturbed; and
- Partner with the borough of Gettysburg and other sites associated with the Gettysburg campaign to ensure that resources closely linked to the battle, the Park and the civilian population are appropriately protected and used.

## ■ 5.0 Assessment of Need and System Options

### 5.1 Magnitude of Need

Current ATS, while limited, play an important role in the Park. Bus service to the Eisenhower NHS enables visitors to access the site without requiring on-site parking that would be expensive and degrade the site. Seven to eight percent of Gettysburg NMP visitors currently take locally based guided bus tours of the Eisenhower NHS; many would otherwise use their vehicles.

Additional need has been identified through the GMP process. Proposed relocation of the museum complex and Visitor Center will generate a need for an improved link between this new location and the borough of Gettysburg. Resource degradation at key sites on the battlefield such as Little Round Top make implementation of shuttle service between the new complex and these sites desirable. The objective of the proposed services is to relieve up to 10 percent of automobile traffic on the Park's busiest days. Since use of these services will be voluntary, it will take some time for usage to grow. In addition, a significantly greater number of visitors would spend time in Gettysburg borough. Education and informational services will be critical in convincing visitors of the benefits of these services.

### 5.2 Range of Feasible Transit Alternatives

The GMP proposed that two shuttle services be provided:

- A shuttle service between the Visitor Center, the Steinwehr Avenue business district and downtown Gettysburg that also may circulate through other sites within the borough. The objective of this service will be to mitigate any impact experienced by Steinwehr Avenue businesses due to relocation of the Visitor Center and to encourage NMP to also visit downtown Gettysburg. It should be noted that Gettysburg Tours currently runs two rubber-tired trolley routes serving the Visitor Center and the borough.
- A shuttle service between the Visitor Center and Little Round Top, with possible service to other nearby sites including Devil's Den, the Wheatfield, the Peach Orchard and Hancock Avenue. Culp's Hill and the Cemetery could be served on this route.

- An additional element proposed is a transportation management system that would make use of technology to manage bus traffic in and out of the Visitor Center and provide information on traffic conditions to visitors and motorists. These informational services could be extended to motels and other visitor attractions in the area; providing visitors with real-time information to use in planning their trip. Advanced notice of shuttle opportunities and schedules should also be provided on the Internet.

These services are presented conceptually in the GMP, with a notation that more specific planning will be required prior to implementation. These concepts form the basis of the needs analysis. In addition to these routes, the current bus service to the Eisenhower NHS will continue since there are no plans to provide vehicular parking on that site.

Another option not identified in the GMP, but that may be feasible in the long term, is transit service between the growing commercial center along the York Pike (Route 30) east of Gettysburg and the Visitor Center. While there is probably not adequate density of lodging to justify service today, it is likely that most new lodging facilities will be developed in this corridor.

Any transit services introduced in Gettysburg should:

- Introduce the transit system gradually with a maximum of public information, education and support, and with the caveat that they are supplementary to auto access.
- Enhance the educational and interpretive mission of the NMP.
- Provide written brochures, and where appropriate, information signage, to inform visitors of the schedule and available destinations. Information should be distributed through motels and local businesses.
- Fares should be structured to accommodate family groups and provide for multiple trips during the course of a day or a stay.
- Burn a fuel that minimizes offensive odors.

## ■ 6.0 Appendix – History of Gettysburg NMP

The National Cemetery was developed immediately after the War in immediate response to the need to bury the dead from the battle. Lincoln's Gettysburg Address was delivered during the dedication of the Cemetery. Efforts to preserve the battlefield began shortly after the battle with the formation of the Gettysburg Battlefield Memorial Association (GBMA). The organization was taken over by a group of Union veterans in the 1880s who laid out a series of avenues to accommodate those wanting to view the area and understand the battle. Little growth took place during the period after the war, with the pattern of farms remaining much as it had been during the battle. They also established a more orderly system for the placement of monuments, which now number over 1,800. The GBMA was not able to purchase large amounts of land, however, and in response to

development pressures in the 1890s and the desire to purchase land on the Confederate side of the battlefield (which GBMA could not do), Congress established the Gettysburg NMP, and transferred administration to the U.S. War Department.

Under the War Department, substantial purchases were made and a number of preservation and commemorative activities were initiated. By the time the NPS took over the Park in 1933 it included 2,530 acres of land. Purchases over time have increased the size of the NMP to nearly 6,000 acres. With growth in automobile-related tourism and the passing of the last Civil War veterans, significant effort was placed into accommodation of tourists and educational activities. During the 1930s and 1940s, a Visitor Center was established, the self-guided auto tour was developed and the system of licensed battlefield guides, which still exists today, was put into place. The Cyclorama painting of the battle was purchased in 1945 but the building to house the exhibit was not completed until 1962. The current Visitor Center, which was previously a private home and then a family-run museum, was purchased by the NPS in 1971.

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## ■ 8.0 Persons Interviewed

Dr. John A. Latschar, Superintendent, Gettysburg National Military Park

John McKenna, Assistant Superintendent, Gettysburg National Military Park

Deborah Addison Darden, Park Planner, Gettysburg National Military Park

Brion Fitzgerald, Chief of Interpretation and Protection, Gettysburg National Military Park

Dave Drier, Facility Manager, Gettysburg National Military Park

Rusty Thompson, Administrative Manager, Gettysburg National Military Park

Ken Rohrbaugh, General Manager, Gettysburg Tours, Inc.

Richard Schmoyer, AICP, Director of Planning and Development, Adams County